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Using the Logical Framework Approach in Evaluating Public Policies: A Case Study of Administrative Reform Policies in Egypt*

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Abstract: This paper evaluates administrative reform policies in Egypt using the "Logical Framework Approach" (LFA) for the State's Administration efficiency-raising program. This was accomplished through evaluating different components of the State's Administration, such as employment downsizing, national recruitment policies, the pay system, and governmental training. The topics explored using the (LFA) are: (5) overall objectives, (4) purpose, (3) results, (2) activities and (1) preconditions. These topics will be analyzed against three criteria: objectively verifiable indicators, sources of verification, and assumptions. This model illustrates what the project planned to do, shows the comparison between what was planned and what was achieved, and specifies the main risks and assumptions going into the project.

The (LFA) also defines how progress and performance were monitored, as well as the sources of information. The model requires applying an impact assessment of public organizations in order to be a solid scientific model for evaluation. As a case study, this model will be used to evaluate all the components of administrative reform programs in Egypt.

Key words: Downsizing, Employment, Training, Pay System, Logical Framework Approach

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Introduction

This paper uses the Logical Framework Approach (LFA) to evaluate the public policies with application on the administrative reform policies in Egypt.

I. Research problem:

Program evaluation is one of the most important issues in the field of public policy. Policy analysts in the Arab countries usually find difficulties in evaluating public policies as there are many approaches that may not suit the Egyptian environment. This paper uses a common model in public policy evaluation called the Logical Framework Approach in evaluating the administrative reform policies in Egypt.

II. Objective of the Study:

The importance of this study lies in discussing one of the most important topics for the government of new Egypt nowadays after the January revolution; namely improving civil services systems for the purpose of improving the performance of government employees and rendering better services for the citizens as part of their rights. Hence, the Objectives of the Study would mainly be to define the reform mechanisms and practices adopted by the government of Egypt to improve the civil service systems, evaluate these systems and practices, identify their gaps, and derive practical experiences that would be useful in improving the civil service strategies.

III. Methodology:

The study adopts the analytical descriptive methodology to review the literature related to the study of the civil service policies in Egypt.

The study will provide an analytical and investigative overview of the features of the civil service policies in Egypt including, employment, training, performance appraisal, and motivation.

In this analytical descriptive methodology, the study will use one of the most important approaches in public policies literatures namely the log frameworks. The log frameworks are an attempt to provide a visual way to depict program theory. The log framework approach (LFA) highlights relationships between key elements and identifies the operating assumptions. The (LFA) links up the activities, results, purpose, and

objectives in a hierarchy (see table no.1). For each of the components, the study will identify the indicators that are needed, the sources, and the assumptions. It is possible to think of the (LFA) as a hierarchy of objectives. It begins with an assessment of the pre-conditions. The program is an intervention intended to change those conditions. Ideally, there are some quantitative measurements about the pre-conditions that can be used as a baseline.The program specifies particular activities that will be undertaken as part of this program. There are objectives for activities which refer to what will be done and how will it be done. (Millar, Simeone & Carnevale. 2001: 73-81)

Table 1
The Logical Frame Matrix

Overall objectives	Verifiable indicators	Sources of verification	
Project purpose	Verifiable indicators	Sources of verification	Assumptions
Results	Verifiable indicators	Sources of verification	Assumptions
activities	Means	Costs	Assumptions
Pre-conditions			

Source: Gawler, September 2005,:2

The left column of the framework represents the hierarchy of objectives. The program engages in specific activities intended to remedy or change pre-conditions. These activities should lead to results that should achieve the purpose of the project. If the projects purposes are achieved, the overall objectives should be achieved.

The second column identifies the indicators that verify the extent to which each objective has been achieved. Indicators are used to measure change or to assess whether objectives are achieved. Ideally, the indicators are selected during the program formation and design stage. As the project is being developed, the objectives and target group should be specified. In addition, the anticipated changes as a result of the project should be specified: these can be immediate changes (program purpose) and longer term changes (overall objectives or impact). It might also include some performance measures: how many people served and for

what cost? Lastly, there might be some criteria established for judging the success of the program. Quantitative and qualitative indicators should be selected. (Kaplan,and Garrett. 2005: 169-170).

The next column identifies the sources of information for those indicators. These include the sources of information that will show whether the objectively verifiable indicators have been achieved. This column, with the indicators column, provides the basis for developing the monitoring and evaluation program.

The last column identifies the various assumptions the program designers have made. An assumption is the underlying hypothesis on which the cause-effect relationship is based. If the initial assumption turns out to be incorrect, this may delay the full implementation of the program and add to the costs. Some of these assumptions can be attended to and the program manager may be able to influence events to achieve the desired results. Other times, things may not go as assumed. (Julian, 1997: 252-254).

IV. Literature Review:

The purpose of this literature review is to identify and document research conducted on civil service in Egypt during the past twenty years. For the purpose of this literature review the author carried out desk studies of published materials on civil service. Although the author attempted to identify and document all civil service - related literature, it is important to point out that it cannot be claimed that this is an exhaustive literature review.

The following pages of this paper summarize the type and source of research generated on Egyptian civil service as well as the dominant themes covered.

Civil Service Research at a Glance

Over the past twenty years, civil service research has been exponentially growing to an extent that a plethora of publications of publications has accumulated forming a rich body of literature covering Egyptian civil service.

The available civil service research is produced by different types of entities, including: Ministry of state for Administrative Development (MSAD), Central Agency for Organization and Administration

(CAOA), The Arab Administration development Organization (ARADO), United Nations Public Administration Network (UNPAN), Sadat Academy for Administrative Science (SAMS), American University In Cairo (AUC), The Egyptian Universities (especially Law & Commerce faculties), and The Scientific Journals.

Academic Publications:

Academic research and publications were the first means by which Egyptian civil service was conceptually discussed and dissected. Books, journals articles, chapters in edited volumes as well as dissertations have been published nationally and internationally by Egyptian academics focusing on civil service. Prominent academics made great efforts to conceptualize Egyptian civil service and they have continued their efforts to document civil service; however, new academics have also continued to emerge and discuss specific aspects of civil service. (El Barardei, & Zakaria, 2007:67-122), (Handoussa & El Oraby:2004, 1-28); (Maher, 2011:393-401), (Sayed, 2004:42-62).

Conference Publications:

As the concept of civil service gained more prominence within some local and international parties that are taking note of the important role played by public sector in Egypt, the amount of conference publications increased tremendously.(ARADO, CAOA & Jordanian Civil Service Agency, 21-22 dec. 2010: 1-280, Partners In Development -PID and Konrad Adenauer Stiftung, Cairo: 22-23 June 2008: 1-301, Faculty of Economics and Political Science, Cairo University, 2002: 1-180)

MSAD and CAOAs Publications:

These publications take many forms including researches, working papers, newsletters, brochures, annual reports, occasional papers as well as websites. MSAD and CAOAs have taken upon themselves the responsibility of issuing publications to build awareness about their activities and in order to become more accountable to their stakeholders. Donor - funded projects also produce similar types of project publications. The most important researches and working papers prepared by the CAOA, and MSAD examined important issues such as: cost recovery, business access to administration, new public manage-

ment (NPM), the role of state in the 21st century, and the new trends in public administration like: benchmarking, total quality management, reengineering, and governance. (Maher,2011:394).

Donors Publications:

Over the past 20 years donors publications have increased substantially as they attempted to reach out to more beneficiaries and to clearly state their objectives in Egypt. In the past 10 years, donors have increasingly utilized web technology to disseminate information about their programs, regulations and achievements in Egypt; their websites are becoming increasingly sophisticated and user friendly at the same time. Besides their own publications and guide books, donors have also collaborated with their partner universities and research centers in issuing different issue - based publications.(PID and Konrad Adenauer Stiftung, Cairo: 22-23 June 2008: 1-301, United Nations Development Programme (UNDP), 2 - 3 May 2006,1-170, Division for Public Administration and Development Management (DPADM), &Department of Economic and Social Affairs (DESA), United Nations, February 2004: 1-267, Public Administration Department, in cooperation with George Washington University, Faculty of Economics and Political Science (FEPS), Cairo University, 2002:1-420)

Although several studies have discussed civil service policies and related problems in Egypt, a systematic evaluation of civil service domains is an area that requires more research. The evaluation should focus not only on the achievements but more on the challenges and the impact of public sector work, which our study tries to do.

Organizationally, the study is divided into six main sections. After the introduction, Section two deals with Policies of Employment Downsizing in the State's Administration. Section three discusses the main features of the Egyptian governmental Recruitment Program. Section four discusses the main features of the Egyptian government employees pay system. Section five evaluates the training policy in Egyptian governmental sector. Section six tries to identify gaps in Egyptian civil service policies, that may help in proposing some strategies for civil service reform in Egypt.

Policies of Employment Downsizing

Civil service reform is not a novel initiative in Egypt, so it is important to evaluate the program of administrative reform as it has been implemented for the last two decades. (El Barardei, & Zakaria, 2007: 98; Sayed, 2004:42)

In recent years, there has been a growing concern about the effect of globalization on employment in most countries. More and more firms had to drastically restructure their operations in order to survive the rise in global competition. Restructuring often leads to a collective lay-off of employees. (Coucke, Pennings, and Sleuwaegen, 2006: 4-5; Sleuwaegen, and Pennings, 22, 2002:12)

Downsizing refers to the process of reducing, usually dramatically, the number of people employed by the firm. "Downsizing has been acknowledged as a distinctive feature of public employment in affluent democracies". (Tepe, 2009:1-2; King, and Carroll, 2010: 28-29).

Until recently, one of main obstacles to the implementation of the voluntary approach to public sector downsizing was its extremely high cost; but recent changes in the attitude of multilateral agencies towards mass retrenchment have significantly softened the budget constraint on downsizing (Rama, September 4, 1997:3-4; Rama, 1999:1-18).

Having around one-third of the Egyptian labor force, the Egyptian government is the largest employer in Egypt. Its expenditures on salaries and retributions sustain around 35% of the Egyptian population. (Central Administration for Information, Central Agency for Organization and Administration, 2011; Valsan, April; 1997; Division for Public Administration and Development Management (DPADM)& Department of Economic and Social Affairs (DESA)- United Nations, 2004:11-12).

The number of people employed for Egyptian governmental units in the 2010-2011 fiscal year (July 1, 2010 to June 30, 2011) reached approximately 5,287,247 employees. This is 29.2% of the 18.1 million employees employed during this timeframe, according to the Central Agency for Public Mobilization and Statistics (CAPMAS). In accordance with the 2010/2011 data, this is equal to one employee for nearly every 15.1 citizens, which is considered a relatively high percentage compared with other countries regardless of development level (nearly 1:50). (official data derived from the central administration for information, Central Agency for Organization and Administration, www.caoa.gov.eg).

This problem is related to the over-expansion in the number of administrative agencies which reached 630 major administrative units that consist of sectors and departments by the end of 2010. (official data derived from the central administration for information, Central Agency for Organization and Administration, www.caoa.gov.eg).

The over-expansion creates a case of delay in public interests as well as functional overlap between several administrative units. Furthermore, this number of units represents an over-expansion since not all of those units have organizational structures and budget forms. For instance, in 2010 only 527 administrative units had both organizational structure and budget form; however, the rest of the units had one or none of them. (Ahmed, 2010: 58-61; Ministry of State for Administrative Development, 2010:34-35).

The over-expansion in the State's Administration results in the huge financial burdens carried by the State's Administration represented in public expenditure on wages and salaries that use up the greater part of the State resources. (Farouk, 2002, pp.218-222)

Also, the over-expansion of the State's Administration has a negative impact on its performance as official governmental work gets more complicated. (Radwan, 2002: 16-18).

The Ministry of State for Administrative Development (MSAD) has pursued downsizing the State's Administration by establishing and implementing policies to connect recruitments with the actual needs of the State's Administration, and has prohibited unjustified recruitments. (Assad,1995: 21-26).

Since the end of 1997, the MSAD has adopted a number of new policies: adopting a self-funding technique; not posting any job announcements unless it is necessary; reorganizing the use of temporary recruitment; and reorganizing the use of local experts in the State's Administration. Such policies aim at downsizing employees in the State's Administration. (El-Sabaa, 1997, 72)

Early retirement programs are usually motivated primarily by the need for public sector downsizing rather than unemployment concerns. When designing early retirement plans, it is important to do so in such a way as to avoid encouraging the most productive people to take advantage of them. Therefore, the models findings should also be of some value to policy makers in identifying the characteristics of employees

most likely to choose early retirement in case the retirement law is amended in ways that encourage early retirement. (Başlevent, &El-Hamidi, 2006:7-8).

The government should support large public organizations in minimizing the negative social impact as a result of optimization, downsizing, and the reorientation of tasks and core business. Such support should include the necessary legislation for the laying off of staff, financial compensation for early retirement, and job reorientation. (Radwan, et al., 2005:9-10).

Ten years after applying downsizing and early retirement programs, the number of employees is still huge compared with other countries.

To make the early retirement programs packages more effective, they should not only compensate workers for their anticipated income loss, but must also incorporate the high valuation of job security inherent in risk averse individual decision to seek a public sector job. (Said, 2011: 134)

Governmental Employment Programs

"Unemployment has become a living reality in Egypt today. It is also one of the most serious problems preoccupying those concerned with Egypt's development". (Fawzy,2002:3). Hence, employment services fulfill brokerage functions, matching available jobs with job seekers. In 2001, the MSAD was able to obtain more than 470,000 jobs in the State's Administration and local administrative units through official placement. In fiscal years 1998/1999 & 1999/2000, 300,000 jobs were assigned. An additional 170,000 jobs were assigned in fiscal year 2001/2002 to cover the deficit in some specialties. In an attempt to respond to the actual work need, and real recruitment requirements without affecting the total number of jobs in State's Administration, the MSAD used the vacancies to adopt effective policies to adjust and rationalize the size of the State's Administration, and prevent all kinds of unjustified appointments and other policies within the framework of implementing the administrative reform program. (Division for Public Administration and Development Management (DPADM)& Department of Economic and Social Affairs (DESA)- United Nations, 2004:11-12)

In April 2003, the Egyptian government passed Law 12 to address shortcomings in Egypts United Labor code - inflexible hiring and

termination. Law 12 allows repeated renewal of temporary contracts and allows companies to terminate employment during times of economic hardship or for negligence of duties. Previous legislation allowed term contract employment, however, upon contract renewal, these contracts had to be turned into permanent employment. Termination of permanent employees was impossible regardless of their performance or economic conditions. (Ahmed, 2010:56; Massoud, 17-18 2008: 16).

The national program for recruitment in governmental jobs in 2003 created 165,000 jobs. In 2004, the implementation of the government recruitment program announced 155,000 jobs at the governorate level. Within the framework of the government program to recruit fresh graduates, the CAOA began conducting a survey stating the vacant and occupied jobs in the State agencies through their budget form. This effort was a preliminary step to prepare the budget projects for the fiscal year 2005/2006 including the offer of 150,000 jobs according to the actual needs of the State's Administration. (Hassan & Sassanpour, 2008: 4-5). In 2006, the funded financial degrees by the CAOA were 5.7 million financial degrees of which 5.2 million degrees were occupied and 0.5 million degrees were vacant. Indicators assured that the cost of the vacant degrees reached roughly 600 million Egyptian pounds and was listed in the total allocation of implementing the administrative reform program. Such savings should have been used to improve employee morale by giving promotions and increasing incentives. Another option for these savings are that it could have been used, for example, for announcing recruitment of some jobs actually needed in administrative units. (official data derived from the central administration for information, Central Agency for Organization and Administration, www.caoa.gov.eg).

Administrative units should then maintain their job vacancies and allocate part of the saved expenditure to enhance basic salaries and social insurance privileges. Additionally, the savings of these costs could have been put in a total allocation in the State public budget, or a total allocation of each economic agency separately to fund its administrative reform program. (Fergani,1999:29; Valsan, 1990:101). Pursuant to the main goal of recruiting youth and contributing to solving the unemployment problem, the MSAD implemented a new experiment. For the first time, they appointed the top fifteen graduates in university

faculties and higher institutes in 1998 and 1999 to permanent jobs in the State's administration, thus appointing 7,000 graduates, after excluding first graduates who were appointed as teaching assistants. (Ministry of State for Administrative Development, October 2010:4-5).

It is worth mentioning that the CAOA stressed seeking to protect the disabled by appointing 5% disabled persons in any new recruitment. Despite all the effort exerted, unemployment rates targeted out of the national recruitment program remained high. (The Population Council in cooperation with the Information and Decision Support Center of the Council of Ministers,2009:27)

Several criticisms were expressed towards the National Recruitment Program (NRP). On the one hand, the NRP implementation was criticized as there were doubts about the effectiveness of the declared standards, while education levels were weak. Also, some criticized the fact that the applicants increased job costs when the State could have decreased or even totally canceled such costs, especially as the State was about to implement a program basically oriented to non-employees. (Rijckeghem, 1997: pp. 5-6; Rubin, & Whitford, 2006: 11-12)

The main problem facing any analysis of the Egyptian labour market situation and evolution is scarcity and inaccuracy of official data, as well as the contradiction of information among the various sources, and even data from the same source may vary. (El-Ehwany, and El-Laithy, 2002:9-11).

Unemployment rates in 2009 by selected characteristics (individuals who were 15-29 years old and not working, were ready and available for work, but had not engaged in any search activity) was 22.6%. This compared to a world average of 11.9%. (The Population Council in cooperation with the Information and Decision Support Center of the Council of Ministers,2009:28-29) Additionally, a field study showed the NRP impact on the ever-increasing governmental jobs or the justified unemployment was negative. The number of excessive employees in administrative agencies and local administration reached about 28.7% in 2010. (official data derived from the central administration for information, Central Agency for Organization and Administration, www.caoa.gov.eg).

Furthermore, unemployment level is still relatively high, the public

sector still has nearly double the percentage of total employment as the U.S. (Guirguis, 2011:36-37)

The Pay System for Government Employees in Egypt

The pay system refers to the total government pay (basic salary + allowances + bonuses + commissions + incentives + profit sharing). The monetary incentives at public organizations is supposed to motivate workers. (Subramanian,1990:12; Delfgaauw & Dur, 2004: 3).

Historically, the employment guarantee for graduates and public sector compensation policies have indeed had a major effect on the Egyptian labor market. By setting a floor for the wages and benefits that a graduate can achieve, it encouraged queuing for government jobs, contributing to high graduate unemployment rates, and reduced graduate employment in the private sector. (Assad, 1995:23). The recent debate on the minimum wage was emblematic of the gap between the governments proposals and the public employees demands. For example, while in November 2010, the National Wage Council raised the legal minimum wage to LE 400 per month, teachers demanded a minimum wage of at least LE1200. (Paciello, 2011:10; Handoussa, 2004:22).

Laws issued concerning the State civil employees salaries over the past fifty years included a table for wages. The current law number 47 (1978) attached a detailed table for wages determining the maximum and minimum limit for each financial degree beginning with the sixth financial degree to the highest degree, along with determining a fixed limit for a distinguished degree. (Farouk,2002:14-23). The basic salary, which was established in 1978, is not proportional to the amounts paid for current employees. The basic salary for university graduates was LE 48 in 1978 and has now reached LE 180. Therefore, amending the minimum and maximum limits of basic salaries for all positions is necessary. (Haque, 2003: 13; Leila, et al., 1985:9). The State, as asserted by the CAOA, decided to adopt successive increases in employee salaries in the form of special bonuses as a percentage of the basic salary, provided that such bonuses are separate from the basic salary and are not subject to taxes or duties. These bonuses began July 1, 1987 and have continued annually until Feb. 2005. The total percentage of bonuses granted is 220% over basic salaries. (Abdelhamid, & El Baradei, 2010: 62-63). The State started to add special bonuses to the salaries as of 1992. The total percentage of

special bonuses added until now (Feb. 2005) is 170% without depriving employees of periodic bonuses. (Rijckeghem, &Weder,June 1997: pp. 8; Rubin, & Whitford, 2006: 14; Division for Public Administration and Development Management (DPADM)& Department of Economic and Social Affairs (DESA)- United Nations, 2004:11-12). Wage allocations have increased during the past ten years by more than LE 18 billion. Total wages were about LE 22.6 billion for the 1998/1999 fiscal year, LE 39.0 billion for the 2008/2009 fiscal year (table 2):

Table 2
Expenditure on Wages

Period	Amount (billion pound)	Annual change (%)
2008/2009	39.0	10.2
2007/2008	39.1	10.3
2006/2007	38.8	10.1
2005/2006	38.6	10.2
2004/2005	38.6	10.1
2003/2004	38.5	10.6
2002/2003	34.8	9.1
2001/2002	31.9	10.4
2000/2001	28.9	14.2
1999/2000	25.3	11.9
1998/1999	22.6	172.3

Source: Ministry of Finance, Central Administration for Information, and Central Agency for Organization and Administration.

In spite of developing the policies of wages, salaries and incentives, these are still criticized as the increases in salaries do not match the increase in prices. Additionally, there remains a salary gap among employees working in different agencies. (Ahmed, 2010:56)

It is worth mentioning that the employee draft law amendment, as prepared by the CAOA, includes an amendment of wage table and extends the contracting system to longer periods, provided that the

minimum period is three years. (El Baradei, 5,march,2007:8-10). In general, "Egypts government pay system is elusive and insufficient to cover rising prices and to sustain a decent quality of life for government employees; as there does not seem to be a periodic, aggregated or disaggregated mechanism for the Egyptian economy upon which wages are adjusted (i.e., real, nominal pay, average and/or sectoral pay for government vs. private sector). This questions the legitimacy of the basis upon which annual decisions are taken by the National Council for Wages and other authorities for salary increases if the government lacks a comprehensive, updated database on salaries and compensations in the economy that would lead to informed decisions accordingly". (Abdelhamid, & El Baradei, 2010:8). In June 2011, Egypt's interim government responded to long-standing demands for labour activists and agreed to grant public sector employees a monthly minimum wage of LE700. The wage went into effect at the start of August, the beginning of the 2011-2012 financial year. In April 2012, the parliament's budget and planning committee approved a draft law setting Egypt's national maximum monthly wage at LE50,000, some 35 times the official minimum wage.

The committee demanded that the wage cap be applied to all Egyptian public-sector employees, including those in the energy, banking and military sectors.

Employees Training Programs

Training is the process of teaching employees the basic skills they need to perform their jobs.

Egypt does not lack training institutions, but these institutions are supply-driven, inadequately funded, and highly bureaucratic. The need for more effective training programs is apparent, and the government is engaged in such a process. (Galal, June 2002:3). The MSAD training program is carried out by both the Central Agency for Organization and Administration, and the Sadat Academy for Management Sciences, which are affiliated with the Ministry of Administrative Reform.

The Ministrys training programs have a scope that covers a large span of state employees, top management, and senior officials, along with middle management and executives. State training programs, however, still attract a lot of criticism from management experts and trainers both

inside and outside the state apparatus. The common critique is that the training programs are not based on accurate needs assessment and are not linked to a comprehensive civil service reform program. Training sessions, for the most part, are based on seminar and lecture style and are designed to convey information and knowledge but not skills and attitudes. The number of employees trained annually by the MSAD training centers exceeds 150,000 trainees. Almost 2,500 trainees are administrative leaders. The MSAD, through its training centers, drew up administrative training courses and plans. (Division for Public Administration and Development Management (DPADM)& Department of Economic and Social Affairs (DESA)- United Nations, 2004:11-12)

Though, the MSAD is concerned with administrative training to develop human resources' skills, training still suffers from the big problem that prevents achieving its end. Training programs are usually ready-made packages based on imported formats and are never linked to actual job requirements. Their results are rarely evaluated against objective criteria. Moreover, in many cases the managers nominated for training (especially when not associated with any specific advantage) are negligent, and lax employees are driven out of offices without any objective criteria.

All in all, many experts criticize traditional training styles conducted by university professors based on lectures, seminars and not utilizing an interactive workshop style aiming at transferring skills and attitudes. Among the solutions advocated in this regard is the establishment of a National Training Fund. Such a fund has been created in developed countries (e.g. France), as well as in developing countries (e.g. Singapore, Cote dIvoire, India and Cyprus). Its organization and funding vary from one country to another, but the Fund seems to work best when it has managerial and financial autonomy and when it operates on the basis of demand. Egypt may well consider such an option. (Galal, 2002:3)

For summarizing the components of The Logical Framework Analysis of Administrative Reform Policies in Egypt, see table 3.

Table 3
The Logical Framework Analysis of Administrative Reform Policies in Egypt
(to be read from bottom to top)

5-Overall objectives	Objectively verifiable Indicators	Sources of Verification	Assumptions
5-1 Over Expansion: -Effectiveness of State's Administration - Improving the public budget	Not as planned due to continuous administrative complexities	-Official data, international reports & academic studies)	
5-2 Recruitment Program: - Rational management in both time and money - Improving living standards	-The continuation of increasing wasted time -The decrease in living standards	-Authenticated data studies, Reports, etc.)	
5-3 Wages and Salaries: -Improving living standards reducing poverty etc	-Weak indicators poverty, education, health)	-Authenticated data and different reports	
5-4 Employees Training: -Efficiency of the State's Administration	-Structure expansion, Egyptian administration problems	-Field studies, experts opinions,	
4-Purpose **4-1 Over Expansion:** Eliminate administrative complexities	Not as expected due to continuing employees over-expansion phenomena.	-Official data, international reports & academic studies)	-downsizing the State's Administration lightens huge financial burdens on the public budget represented in public expenditure on wages and salaries

Cont. Table 3
The Logical Framework Analysis of Administrative Reform Policies in Egypt
(to be read from bottom to top)

5-Overall objectives	Objectively verifiable Indicators	Sources of Verification	Assumptions
4-2 Recruitment Program: decrease in general and justified unemployment rates)	*(two kinds of unemployment rates before and after implementing the program) - rates increased *the actual need for administrative units -high rates of justified unemployment *contributing to reduce unemployment -high rates of unemployment	(Field studies - direct observation.)	-reducing justified unemployment rates saves a lot of wasted time and money -reducing general unemployment rates helps improving living standards
4-3 Wages and Salaries: -Reform the pay system	- Nominal wages - Real low wages (compared to prices) - Wage gap	-Field studies- direct observation	-Such reforms improve living standards and helps reducing poverty rates
4-4 Employee Training: -Efficiency of human resources	-Not realizing expected achievements as a lot of obstacles hinders training such as "Funding, Needs' assessment "	-Field studies, direct observation	-Efficiency of human resources reflects on the efficiency of the entire State's Administration
3-Results **3-1 Over Expansion:** -Early retirement - Recruitment only when necessary - Re-organizing the utilization of temporary employees - Re-organizing the utilization of experts - A survey with vacant degrees	- No. of employees / no. of citizens - No. of administrative units (results still reflect weakness "over-expansion in both indicators"	-Academic studies & international reports	-Over-expansion in the State's Administration results in negative impacts on performance level as governmental official work becomes more complicated

Cont. Table 3
The Logical Framework Analysis of Administrative Reform Policies in Egypt
(to be read from bottom to top)

5-Overall objectives	Objectively verifiable Indicators	Sources of Verification	Assumptions
3-2 Recruitment Program: - appointing 150 thousand graduates annually	-The no. of appointed graduates - commitment to a great extent with what has been declared. - studying and verifying the appeals	-official data and statistics)	-recruitment of such numbers helps reducing general and justified unemployment rates
4-3 Wages and Salaries: -Modify the minimum wage. -Periodically increase government pay in line with rising inflation, GDP growth Rates, and average household needs.	- additions to income	-Official data and statistics	-Reforming the pay system leads to amend employee status
4-4 Employee Training: - training top management - training employees in general -training top non-leading management -training executive management	-The numbers of all categories of trainees	-Official data and statistics	-Training reflects the efficiency of human resources
2-Activities **2-1 Over Expansion:** -Many procedures to downsize employees numbers.	**Means** - Early retirement -Recruitment only when necessary -Re-organizing the utilization of temporary employees -Re-organizing the utilization of experts.	**Costs** - self-funding	Reducing the number of employees and the number of administrative units

Cont. Table 3
The Logical Framework Analysis of Administrative Reform Policies in Egypt
(to be read from bottom to top)

5-Overall objectives	Objectively verifiable Indicators	Sources of Verification	Assumptions
2-2 Recruitment Program: -implementing a national program to recruit youth.	-Appointing 150 thousand graduates annually.	-Self-fund depending on the costs of vacancies.	-recruitment according to actual needs for governmental work.
2-3 Wages and Salaries: -determine the minimum wage level appropriate to the economic and social conditions	-Two methods could be used: Firstly, minimum wage level represents about 25 percent of the average per capita GDP. Secondly, the minimum wage level should not be less than the lower poverty.	- to make available the extra funding necessary for increasing government employees pay.	- current wage structure does not match with current changes - promotion overpass contradicts justice values - dispute manifolds leads to issuing decisions slowly which caused injustice to litigants
2-4 Employees Training: An integrated training program.	-Training programs should have a scope that covers a large span of state employees, top management, senior officials, along with middle management and executives.	- public budget -self-fund due to utilization of the costs of vacancies.	-Oriented training increases building skills and capabilities.
1- Pre condition **1-1 Over Expansion:** - High rate of employees numbers to population. -Huge numbers of administrative units. **1-2 Recruitment Program:** -High rates of unemployment.			

Cont. Table 3
The Logical Framework Analysis of Administrative Reform Policies in Egypt
(to be read from bottom to top)

5-Overall objectives	Objectively verifiable Indicators	Sources of Verification	Assumptions
1-3 Wages and Salaries: -Low wage raters, decrease in actual wages, and gap among salaries. **1-4 Employee Training:** -Decrease in employees efficiency, traditional training, and different problems in all training phases such as Needs assessment, program designing implementation,& evaluation.			

Problems of Egyptian Civil Service Policies: A Situational Analysis

To analyze the data of table 2, we should identify four main remarks that are relevant to the civil service reform in Egypt:

1- Policies of Early Retirement:

To analyze why the early retirement programs fail as a tool of downsizing policies, we should examine the factors affecting the early retirement preferences of Egyptian government sector employees. There is a strong correlation between the early retirement and post-retirement employment decisions. People who plan to work after retirement are more likely to choose early retirement. Since a sizable proportion of early retirees are likely to seek work after retirement, and will be fighting over limited jobs with other unemployed, programs that facilitate early

retirement may not have the desired effect on the unemployment rate. (Başlevent, &El-Hamidi, 2006:8).

Because normally older employees are paid more than younger employees, and because older workers rate of pay may not be congruent with their current productivity, losing older workers through early retirement may save money. One important policy question is that of whether early retirement should be imposed in an ad hoc fashion on an ineffective older employee or whether it should be the option of any older employee to request early retirement under a plan that provides economic benefits that are fixed and known to all. If the latter, then care must be taken in the conception and formulation of the financial scheme, for it is likely that an institution would want the incentives to be the same for all. The issue of early retirement needs careful consideration, as there is a recognized need for increased mobility in the labor force and for a shift in employment from the public to the private sector. Some empirical studies concluded that a sizeable number of employees dont know anything about the policy of early retirement. (El-Hamidi, Spring 2010: 99-103).

2- Employment Policy:

While Egypt had set up the objective of attaining full employment, this objective remained far from fulfillment at the turn of the new century. The problem of unemployment worsened further and is now one of the major causes of concern. One of the major factors of the unemployment problem is that the labor force has grown at a faster rate than the demand for labor, and this trend is likely to continue in the coming years too. Between 1988 and 1998, the labor force in Egypt grew at an annual average of 523,000 workers while employment increased at an annual average of 435,000. Between 2001 and 2010, labor supply grew at 2.6%. New job seekers increased to an annual average of 638,000. The unemployment problem is expected to increase significantly in the coming years. (El-Agrody, et al., 2010:104-105)

Agriculture counts for the maximum employment in Egypt. 42% of the employed population in Egypt is involved in agriculture. However there is very little demand for employment in this sector. Moreover, agricultures contribution to employment in Egypt has also declined over the years. In Egypt, unemployment has also been the result of under-performance of labor markets. This is also the reason for decline in labor

income in Egypt. Unemployment among literates is much higher (almost ten times) than that among illiterates in Egypt. In 2007, Egypt had an average unemployment rate of 8.3% as per the estimates of the national economic research center of Egypt. Despite the fact that Egypt is endowed with surplus of manpower, the missing match between the educational system and the labor market is a major dilemma. This is reflected in the above mentioned relatively high unemployment rates in Egypt especially among higher education graduates as more than one third of the unemployed in Egypt are university graduates.The government, the private institutions and the labor force need to co-operate in order to solve the problem of unemployment in Egypt. Some of the important measures of solving the problem of unemployment are: effective economic policies, and proper government policies. (Nassar, 2011: 10-16).

3-The Pay System:

Egypt faces difficulties in reforming the pay system due to contradictory stakeholders objectives and other political, economic and managerial aspects, as follows: (Abdelhamid, & El Baradei, 2010: 60-61)

- Political considerations tend to influence government decisions of pay system reform more than economic considerations. For example, national political leaders may sometimes seek to win votes, especially during elections, by deciding to raise the salaries of low-paid employees in the government bureaucracy.

- Labor unions and syndicates may ask for pay raises that may exceed ongoing market rates, and may end up being unaffordable to the government.

- Government suffering a deficit in fiscal resources and wishing to control or reduce the wage bill sometimes faces a serious challenge in realizing that an improvement in the delivery of public services may require an increase in public employment.

- Poor compensation of government employees is directly related to many negative phenomena in the government administration, including-but not limited to-feeble productivity, weakened commitment to the public service, corruption, absenteeism, pursuit of alternative employment, reduced accountability, and inability of the government to attract

the needed qualified and competent candidates, especially for its leadership positions.

- Valuing civil service pay is complicated because oftentimes the outputs produced by civil servants are not marketable (public goods) or are natural monopolies.

- Donor agencies may sometimes be willing to help by providing support to Egypt to cover and raise their wage bill, but government often refuses to resort to such measures for fear of creating aid dependency.

- Pay is not the only factor influencing government employees performance, but other socio-cultural factors may be more influential and have to be taken into consideration.

4-Training Policy:

To analyze the causes of failure training policy, it is important to identify factors influencing the effectiveness of training which we can be categorized into four groups of attitudinal, training practice, job-related and top management commitment and support.

The findings revealed that the category of four groups suggests that there are various problems that can hinder the effectiveness of training in the public sector. Amongst attitudinal problems that have been stated, are employees lack of interest, the existence of negative groups who resist, do not support the training program, or who were forced to attend the training courses.

In the training practice category, factors that affect the effectiveness of training include budget constraints, training needs analysis not performed, inappropriate selection of trainer, and lack of planning for training. In addition, in the job-related category, heavy workload, procedures and bureaucracy, time constraints, and employees attending training programs not applicable to their jobs were some of the responses reported. Finally, it was found that top management, commitment and support, lack of guidance and follow-up from the top management, leadership problem and lack of support from colleagues were some of the factors that can affect training effectiveness. (Haslinda, & Mahyuddin, 2009:47-48)

Conclusion

Despite the clear achievements that have been made since starting the Reform Program in 1997 for recruiting graduates, there are many gaps concerning recruitment, training, and motivational policies. Reforming the civil service system requires adopting a comprehensive vision toward the public sector that would satisfy the complex needs and objectives of both employer and employees and that would lead to enhanced performance, efficiency, effectiveness and responsiveness for Egyptian government bureaucracy in new Egypt after the 25th January revolution, where a complete administrative system reform will take place as part of re-building the country and enhancing its government services for the welfare of citizens.

Finally, it is important to propose some strategies to deal with the pervious gaps in the Egyptian civil service policies as follows:

- Offering early retirement schemes through donor funding (through direct budget support or other means).

-Freezing new appointments to the government sector and not replacing employees leaving the organization through natural attrition except when there is a proven real need, and upon concluding a study on real employee needs, and the envisioned rational structure of the government based on core functions.

- Using transformative training to build and upgrade skills of employees to enable transfer from surplus areas to deficit areas and strengthen the link between labor market needs, and education/training systems.

- Activating the private sector and attracting foreign direct investment to create more job opportunities for former government employees and for new comers to the job market, so that they do not seek government employment.

- Establishing a ceiling for total government pay, so that the highest total income does not surpass N times the lowest total income for an employee in any part of the government service.

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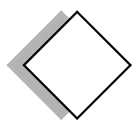
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استخدام نموذج التحليل المنطقي في تقييم السياسات العامة: دراسة حالة سياسات الإصلاح الإداري في مصر

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ملخص: تتناول هذه الدراسة تقييم سياسات الإصلاح الإداري في مصر، من خلال استخدام نموذج التحليل المنطقي لبرنامج رفع كفاءة الجهاز الإداري للدولة، وكان ذلك عبر تقييم مكوناته المختلفة كترشيد حجم العمالة، وسياسات التوظيف، ونظام الأجور، والتدريب الحكومي.

وقد عرض التقييم عبر مفردات النموذج المنطقي المختلفة، التي تتمثل رأسياً في: الأهداف العامة، والغرض من المشروع، والنتائج، والأنشطة، والوضع السابق.

وأفقياً، تتمثل مفردات النموذج في: مؤشرات الإنجاز، ومصادر التحقق، والافتراضات المنطقية.

ويوضح النموذج ما كان مخططاً للمشروع تحقيقه، ويقارنه بما أنجز، مع تحديد المخاطر والافتراضات الرئيسة في كل مرحلة، والنموذج بذلك يحدد آليات قياس ومتابعة التقدم في الأداء، ومصادر المعلومات اللازمة للتحقق من ذلك. وبطبيعة الحال، فإن تقييم الآثار تكون متطلباً مهماً لهذا النموذج التقييمي الرصين. وقد اختيرت سياسات الإصلاح الإداري في مصر لتكون الحالة الدراسية لاستخدام إطار التحليل المنطقي في تقييم البرامج والسياسات.

المصطلحات الأساسية: تقليص حجم العمالة، التوظيف، التدريب، نظم الأجور والحوافز، نموذج التحليل المنطقي.

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